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The Municipal University

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BY

THE MUNICIPAL UNIVERSITIES

OF

CINCINNATI AKRON TOLEDO

THE MUNICIPAL UNIVERSITY

I. Its Origin and Growth

II. Its Theories and Its Purposes

III. Its Actual Workings

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THE MUNICIPAL UNIVERSITY

I

ITS ORIGIN AND ITS GROWTH

The municipal university—the one thing needed to complete our American system of higher education.

So declares President Charles W. Dabney, of the University of Cincinnati, the leading city university of the world. His words are approved by many of the prominent educators of America. Dr. J. McKeen Cattell, of Columbia University, expresses the belief that this "will probably be the most important movement of higher education in the next generation"; while the U. S. Commissioner of Education, P. P. Claxton, looking into the near future, prophesies:

> Probably within a quarter of a century most cities of 200,000 or over and some even smaller, will have such institutions at the head of their system of education, organizing all other agencies, directing their energies and inspiring the people to strive for higher and better things.

Perhaps the first intimation, even to many educators of rank, of the genuine importance of this new effort in popular education, came with the announcement in November, 1914, that a meeting of presidents of *city* colleges and universities had been held at Washington, and an Association of Urban Universities formed. Then for the first time many a college professor began really to understand what it means to vitalize education. For the municipal university is destined to become the social and economic dynamo of vast concentrated masses of our population. It has been recognized for a long time that the city is in need of scientific construction and reconstruction, and that this requires intelligent, responsible, skillful leadership; but this open recognition of the university's duty to the general city public is a thing of the last three decades. Probably originating in the university extension work of some daring institutions, it resolved itself into the theory that if the people can not come to the college the college

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must come to the people. To-day it is being realized that this principle can be most thoroughly followed in the relationship between the city and its municipally owned university.

The city is the logical site for a great school. Colleges in villages and towns are not prospering. The old-fashioned theory of keeping boys away from "the temptations of the great city" has proved fallacious; for, as some wiseacre has said: "God made the country, and man made the city, but the devil made the small town." The city is in itself largely a university. It affords libraries, museums, hospitals, asylums, art galleries, great industries, experts in every field, and such varied types of society that it is in itself a vast experimental social laboratory. Here is opportunity to learn all things, save possibly agriculture, through actual observation and experience. It is but natural that the municipality should begin to see its unrivaled ability to educate its own citizen leaders.

Again, this is the age of cities. The back-to-the-soil movement has not been a pronounced success; it has failed to tempt any appreciable percentage of Americans away from the advantages of the city. In fact, during the last decade, the rural population of some states—Ohio, for instance —has decreased nearly seven per cent. The rural population of America is now down to about fifty-one per cent., and surely this is sufficient; for it is apparent that fifty-one people out of every hundred should be able to produce enough food for the other forty-nine. In some eastern states, the rural percentage is only thirty-eight, and is still declining. Doubtless, the new tendency to *countrify industries*, to move factories from city to open territory, will counteract to some extent this present decline; but few, if any, of our cities will actually decrease in size because of this.

Practically all the great universities in history have been located in cities. The famous institutions at Padua, Rome, Leipzig, Berlin, Copenhagen, Edinburgh and Glasgow are examples. In medieval days the so-called University of Paris was so widely scattered over the city that the inhabitants complained of being run over by crowds of students scurrying from the lecture room of one professor to that of another. Sometimes the early cities recognized such colleges as semi-municipal, and granted them funds; but for the most part

these foreign universities have been supported through state aid and private donations. This has been, for example, the condition in Germany. But within the last two decades the German cities have begun to realize the need of genuine municipal colleges, where less theory and more actual technical training might be presented than in the great state schools, and doubtless if the war had not occurred, we should to-day be hearing much about these radical departures in German higher education.

Thus in October, 1914, the Municipal University of Frankfort-on-the-Main was inaugurated with ceremonies scarcely equalled in dignity by any similar occasion. The tone of the whole event indicated that here was something new under the sun; for, though the state of Prussia stubbornly retained the right to appoint all professors, this was a deliberate effort on the part of a city to free itself intellectually from state domination. A brief examination of the development of this institution may be enlightening as showing how easily and almost unconsciously a city university may gradually come into existence. In 1688 the Frankfort city library was established. Then came a city medical institution and in 1763 these two and some semi-public museums were combined into the Senckenberg Institute, so named from one of the noted medical investigators of the city. Early in the nineteenth century this institute was almost in a bankrupt condition; but note the method of its rescue. In 1816 the Polytechnical Society was founded; then in 1817 the Senckenberg Natural History Society, and in 1824 the Physical Club and the New City Library. Now began a concerted cry for new buildings. The clubs and societies were performing public service; they were entitled to working space. The founding of the Hochschule or Technical College in 1866 and the City Hospital and Clinic in 1896 pointed unerringly to the need for a grouping of the educational forces into one great plant. Then in 1903 more than two million marks were raised for the Carl Jugel Institute, and then followed a union of this institution with the city Academy of Social and Commercial Science. By 1910 the hue and cry for a concentration of all these forces into one great plant with adequate buildings could no longer be ignored, and after careful deliberation the city council authorized in March, 1912, the establishment

of a municipal university. Thus the united efforts of at least nine societies, clubs and small institutions so wrought upon the civic mind that a great and rich university of infinite possibilities has resulted.

The same evolution had reached a fruitful stage in various other German cities just before the war began. In 1912 a similar plan of grouping many smaller educational efforts around the city Colonial Institute was proposed at Hamburg, and large sums were appropriated. The same year Dresden began to group the city technical high school, the veterinary college and other institutions into a university and practically $5,000,000 was donated for the purpose. Cologne was at the same time following a similar plan, while in October, 1911, Dusseldorf built around its city commercial college a university for training in municipal administration.

The development of the city university has been no less remarkable and rapid in Great Britain. In 1800 the British Isles possessed but seven universities; since then seventeen new ones have been created, and seven of these are less than fifteen years old. To-day the following are practically municipal universities: Birmingham, Leeds, Liverpool, Sheffield, Bristol, Belfast, and the so-called National University of Ireland. The type of work undertaken by these schools would make the old-time masters of Oxford and Cambridge turn over in their graves. For, in these inventions of modern education, the traditions of the two venerable universities have been ignored, and the new schools are offering courses that lead to perspiration as well as inspiration. They are real universities, it must be remembered; all possess colleges of liberal arts and schools of engineering and applied science and medicine, and nearly all have in addition full fledged colleges of music, pharmacy, commerce, education and law. Moreover, they reach the sweaty multitude in a manner undreamed of when Tom Brown went to Oxford; for classes meet at night as well as in the day, and extension lecturers "wag their pow" in all parts of town and country.

Moreover, these young schools are studying the needs of the community workers, and are adapting their courses accordingly. Thus the University of Sheffield offers strong courses in metallurgy, especially of iron; the college at Nottingham—to some extent municipal—makes a special study

of lace and hosiery; while Leeds goes into the chemistry and texture of cloth, leather and dyes. The British have quickly acknowledged the usefulness of such radical changes in education, and consequently these municipal universities receive liberal funds, not only from their own cities, but from the neighboring counties, and even from Parliament. Indeed, in some cases Parliament has granted as high as forty per cent. of the total annual income. Moreover, the national government has so thoroughly recognized their coming importance that it has appointed national representatives to sit in the governing board with the municipal representatives and members from those workers' associations that have contributed to the funds.

Is it not evident that the municipal university idea is likely to develop into a world-wide movement? Originating in the United States as early as 1837 with the founding of the College of Charleston and the University of Louisville, it practically lay dormant until within the last fifteen years when it suddenly began—probably through the example of the University of Cincinnati—to develop surprising momentum. It is true that several municipal colleges opened between 1837 and 1900; such as the College of the City of New York in 1847, the University of Cincinnati in 1871 and the University of Toledo in 1884; but it was not until the beginning of the present century that the true function and the high importance of this new type of college dawned upon the municipal mind.

Only two institutions in America were originally founded as genuine municipal universities—the College of the City of New York and the University of Louisville; but others established on private endowments have been taken over by cities until all those just mentioned, besides the University of Akron, established in 1913, and Hunter College, New York City, are *bona fide* municipal; while the following institutions, controlled and financed by the municipality because of their city normal work, are recognized by the U. S. Department of Education as of college rank: Chicago Normal School, Harris Teachers' College, St. Louis, and Campbell College, Holton, Kansas.

Evidently the idea is contagious; for within the last five years a number of the larger universities of America have as-

sumed a semi-municipal character that bids fair ultimately to transform them into municipally owned institutions. For instance, New York University lately inaugurated classes for municipal employees, held in the municipal building. Nearly 300 city workmen are enrolled in such immediately applicable courses as accounting, business English and the government of New York City. Another effort in municipal coöperation is found in the highly valuable investigations in city affairs now being conducted by graduate students, and in the graduate seminar held in the municipal building, where city records are always near at hand. Again, in 1914, the university established the so-called Government House, an institution where students mingle with voters and political workers and come into direct touch with political efforts of a non-partisan nature. Once each week the director of the House holds a seminar dealing with some phase of city administration, and on some other night in the week each student takes charge of a club meeting somewhere in the city, and directs the discussions of young voters and prospective citizens.

Likewise, the University of Pittsburgh, while not a municipal institution, certainly approaches the type in its coöperative work. It has indeed received money from the city for special purposes, and has aided in numerous civic movements. The students in the engineering department spend one term of eleven weeks of each school year in Pittsburgh factories; the students of sanitary engineering work with the city health department; the School of Mines regularly sends instructors to neighboring mining towns to conduct classes; the Department of Economics reaches over 600 daily through its extension courses in business law, insurance, real estate and accounting; and the directors of the Observatory offer lectures free to the public every night during much of the year. Probably the most practical work of all is that done by the Mellon Institute of Industrial Research, associated with the University, an institute which, by means of its fellowships provided by Pittsburgh industries, investigates problems of grave industrial and civic import.

It is apparent that the municipal university movement is no mere passing fad; it has come to stay. Numerous large cities are inquiring into the possibilities of it—Cleveland, Ohio, and San Diego, for instance—and state codes are undergoing

examinations to see how far a city may go in this direction. For if a city college is to prosper, it must not be hampered by state laws constructed by rural legislators; it must be sensitive to the wishes of its own citizenship. The College of the City of New York was for years badly restricted and limited by its charter, and only in the last four years has really begun to exert its legitimate influence. At present thirty-five states make no provision in their codes for such municipal institutions; but in many of these states the absence of direct denial of such right might be interpreted as permission. Thus, Virginia has educational laws so broad that any city in the commonwealth might establish a city college; Mississippi's code gives the city such broad powers as to make the plan most feasible; while New Jersey, with its law providing education for all between the ages of five and twenty, might legally allow cities to establish such colleges.

The state of Ohio is the only commonwealth expressly declaring in its code that cities may establish municipal universities and levy a special tax for the purpose, and probably for this reason the three most active city universities in America —those of Cincinnati, Akron and Toledo—are in this state. Certainly in these three cities it is being proved that the municipal college is the cheapest agency for higher education yet devised in America, and at the same time the most steady and permanent financially; for the people of a city will not long see their own institution suffer, while the university income normally increases as the wealth of the city grows. The annual revenue for Cincinnati, for example, is about $4,552,000; the University, receiving only 4.85 mills on each dollar of this, flourishes and does magnificent work.

Independent of the caprices of millionaires, free from the domination of ignorant and prejudiced state legislators, gaining the enthusiastic good will of a compact body of people through its unceasing service to them, the city university is the most truly democratic form of advanced education known to man. Appealing to the interest and pride of the average working citizen, it rises with the rise of that citizen's intelligence, and its every effort to better his condition returns material rewards to itself. It is enriched through its own giving; the expenditure of its own vigor but adds to its vitality.

II

ITS THEORIES AND ITS PURPOSES

The object of any education is to render the truth serviceable to mankind. "In order then," says Dean Schneider, of the University of Cincinnati, "to render the truths of philosophy, of history, of economics, of science, surely and directly available in the day's work, it is necessary to teach them to men who are also well trained in practise. Obviously the training in theory and the training in practise should be organized into one well-balanced, coördinated, centrally directed plan." The most energetic city universities, therefore, such as Cincinnati, Akron and Toledo, are demanding that their students put their book knowledge into actual application in city works, factories and industries. Thus, in these universities students in all engineering and technical courses may serve a part of each year in some industrial plant of the neighborhood and thus become experienced wage-earners while becoming theoretical experts. This coöperation between school and industry is, however, no new thing; for as far back as the fifteenth century Martin Luther, when pleading for universal education, declared that he did not expect all children to go to school all the time, but to spend a few hours daily in class and the remaining hours at some productive, remunerative work.

The modern commercial and democratic self-ruling city is something new in world history. It has, therefore, numerous unsolved problems for which history can offer no guiding experience. These new cities are, moreover, concentrated empires of wealth; certainly New York and Chicago and probably Cincinnati and Toledo each possess more riches than the entire United States when the Union was founded. And yet slowness, inefficiency, corruptness are so characteristic of American city government that the average man believes with cynical indifference that such characteristics are inevitable. The fact is the average municipal government in the United States has developed from the old-time district and

small-town government, and the flimsy structure has proved too weak for the vast new organism. It will not do. The code of rules and regulations that maintained the primitive settlement was never meant for that great machine, the modern city, and the mechanism is clogged with ancient debris.

Just here is where the municipal university makes its power felt—in the creation and application of a new system of government among men. If the factory demands experts surely the city may demand them; city officers should know not only the how, but the why. Heretofore the mere fact that a man possessed a general college education has been considered sufficient guarantee that he could handle successfully some branch of a city's business. But it is now discerned that the possession of a classical or cultural education does not in itself make a man a good superintendent of schools, or a city magistrate fit to pass judgment on derelicts and defectives, or an efficient director of public works to guard the water supply or the municipal finances. There are now more than fifty distinct professions, and while the old-fashioned education gave breadth and culture, it did not prepare men for the specific duties of city leadership in any of these professions, as is so badly needed today. The shame of our modern city lies in its tremendous waste of money on petty offices held by inefficient local politicians. It is, therefore, one of the purposes of the municipal university to supply experts, accurate information and technical advice to a community in which it has made a special study of conditions.

It is evident that the municipality itself needs the university as much as do its boys and girls. The city can not rely upon a distant state university or a private institution to make intimate studies of local problems, and to provide experts thoroughly familiar with local resources and limitations. Again, the time has come for making the American city *permanent.* For generations we have been erecting flimsy and ugly makeshifts to meet immediate needs; but now we are beginning to plan for two and three centuries ahead. The work of such institutions as the Universities of Cincinnati, Akron and Toledo, in providing precise information, accurate calculations, economically and esthetically sound plans, and

expert leaders is of incalculable value in the campaign for permanent civic efficiency and beauty.

What in reality is a municipal university, and how does it differ from any other college? Let us first see what it is not. It is not a city normal school, although it may have a teachers' college as one department. It is not a municipal textile school such as may be found in various New England towns. It is different from a privately endowed or state university which may happen to be located in a city. It is, in the words of President Kolbe, of the Municipal University of Akron, an institution of higher learning, supported mainly by municipal taxation, requiring graduation from a first-grade high-school for entrance, and maintaining a four-year course in arts and letters, around which a greater or less number of other schools or departments may be grouped. Its work, moreover, is very definitely laid out for it: (1) To develop intelligent and efficient citizens, and (2) to grant the city expert advice, service and coöperation.

To the numerous cities now contemplating this educational move it will be of genuine profit to note the possibilities and actual workings of this new type of institution. Every city has a soul, a distinctive personality, or else it is not a city, but a mere collection of people. Nothing else can equal the municipal college in developing this civic mind and soul. It can stimulate the intellectual, artistic and social life of a municipality as no other agency can. It tempts the citizen to use his leisure hours in a sane, healthy, profitable manner. In many cities the average laborer works but eight hours daily for five and a half days, a total of forty-four out of one hundred and sixty-eight hours of life. Granting the citizen fifty-six hours for sleep, what does he do with the remaining sixty-eight? Here is where the municipal university gets in some effective work with its extension department, its club meetings, its concerts and recitals. With its clientele a compact unit it can attend to such activities far more efficiently and regularly than can the state university with its extensive territory, high traveling expenses and varying types of population. The College of the City of New York, for instance, has had for its music recitals alone an audience of over 500,000; its practical courses reach over 800 students every night; while its

classes for municipal employees enroll nearly 300. It proves that the average citizen fritters away his leisure because nothing more interesting than frittering is offered him.

It is an established fact that the more schooling a city offers the longer its children are inclined to go to school. If a school system has only elementary grades many children quit before completing even these; if a high-school goal be added, a far larger percentage complete the elementary grades; while if a city college be added, a surprising increase of high-school graduates results. It is but the normal attraction of the goal ahead. Again, it is commonly believed to-day that higher education should be within the reach of all, but the state university, even with its free tuition and the payment of railway fare, is still an impossibility for the son of the average American laborer. Thus, an accurate census of students in the University of Cincinnati has proved that of the 2,200 enrolled, 1,500 were actual residents of the city, and, of these, more than 1,000 could not possibly have gone away to school. Indeed, the parents of all these students are so limited in finances, that forty per cent. can not own a home, and forty-five per cent. make less than $1,500 annually. Over eighty-five per cent. of the entire student body worked for a living before entering college, and seventy-five per cent. are earning their expenses while attending, their total wages amounting to over $100,000 yearly. It is no marvel that in 1914 only 255 students left Cincinnati to go elsewhere for a college education.

The municipal university not only can aid in creating the civic mind and soul, but can largely regulate the quality of that mind and soul. As Dean Burriss, of the College for Teachers in the University of Cincinnati, says:

> The municipal university is the only type of higher institution which can have adequate facilities for the scientific study of many of our most important school questions.

If, for example, an educational survey is needed the local city college can do it far more intelligently, quickly and cheaply than can any imported agency. In elevating the tone of the city schools, the effect of the municipal university is surprising; the fact that Cincinnati now has possibly the highest

standard of public schools in America is freely acknowledged by its citizens as due to the influence of the city university.

But perhaps the city politician or the manufacturer may ask, "How does it help the city financially?" Here we come to the most surprising departure from the conventional ever seen in either the educational or civic field. At present the most important study in any university seems to be the problem of economics and sociology, and particularly is this true in the municipal college; for as President Dabney has said:

> The university mind is becoming the city mind, and the city itself is becoming a university for training its own servants.

Therefore, the municipal college has taken upon itself the duty of analyzing the city's needs, and discovering ways and means of answering such needs. The old-fashioned college cast its theoretical bread upon the waters, hoping that it would finally land somewhere; the municipal university sends both its theoretical and practical bread in just the proper form and texture to the precise spot where it is immediately needed.

This means the end of the ancient strife between "the town and the gown"; for the one can work for the other. The college department of engineering can do all city surveying, planning of water systems and sewers, and supervising of paving, street work and parking. The medical department can do, at little expense, the work now done by the city board of health at heavy expense. The department of social science can make far more efficiently and cheaply the examinations of derelicts and defectives, and can supervise all public charity work without using fifty per cent. of the income on administrative expenses, as is actually the case today in several large American cities. The teachers' college and department of economics can take the place of the municipal civil service board, and can provide a municipal reference library and bureau of public information where facts untainted with political prejudice can quickly be obtained by officers and citizens in general. The scientific departments can do for the mere cost of chemicals all testing, grading and cost calculations for the city. The director of physical education can supervise all city playgrounds, while the extension de-

partment can furnish all public entertainments, concerts, club meetings, etc.

All this seems highly and pleasingly theoretical; but at the various municipal colleges it is actually being done, as we shall see later. Some of the courses now being offered at these city universities, if at all comprehensible to college professors of fifty years ago, would have made them turn up their academic noses in disgust and would have caused them to wonder what the colleges are coming to anyway. Thus, in the catalogue of the University of Akron we discover such subjects as "Municipal Organization and Management," the "Chemistry of India Rubber," "Household Chemistry," "House Planning," "Dress," "Textiles," and "the House." And at Cincinnati—"Dietetics," "Food Economy," "Lunch-Room and Tea-Room Management," "Institutional Management," "The Family," "Wool and Silk," "Clothing Economy," "Rhythms, Songs and Games," "Organization of Mothers' Meetings," "Water Colors and Crayons," "Practical Photography." And at Toledo—"Credits and Collections," "Automobile," "Corporation Finance," "Railroad Surveying," "Monopolies and Trusts," "Principles of Human Behavior," "Business Correspondence," "Principles of Advertising," "Social Achievement," and "Sanitation."

All this is a far cry from the days when boys at Harvard asked for their meat and bread and "small beer" in Latin, debated in Greek, and discussed such topics as "Natural Depravity," "Predestination," and "Man as a Free Moral Agent." That kind of training was utilitarian in that day; "Household Chemistry" and "Textiles" are utilitarian in this day. The municipal university is simply realizing what some other institutions are not realizing: that the times and the needs of the times are changing and that true education looks forward, not backward.

III

ITS ACTUAL WORKINGS

We have noted the origin and the growth of the municipal university; we have seen its *raison d'être*, its advantages, and its purposes; let us examine the actual results now being obtained by three typical institutions of this character—the University of Toledo, the University of Akron and the University of Cincinnati.

In these institutions, as in all other American municipal schools, the tendency toward an ever-increasing coöperation between the college and the city is most noticeable. Every department of municipal administration becomes more and more a university laboratory where students may study the actual workings of a vast enterprise. The students of the University of Cincinnati use daily the public schools as their workshops where theories may be put into practise, and here they learn to teach by observing experts in the act, or by taking charge of classes in the presence of these experts. The activities of the health board, police court, water and sewerage departments, hospitals, asylums and city treasury become in the student's eyes a part of the university life. In return these cities mentioned above are coming more and more to expect expert advice and actual municipal service from the college faculty and student body. In arranging its financial and educational policy the Board of Education feels free to call upon the administrative experts of the university, and in Cincinnati the College of Education has considerable part in examining and promoting city school teachers, and thus not only saves money for the city, but obviates the old-time opportunity of gaining the job through personal or political pull. In all these cities the university library becomes closely related with the city library and duplication of books is avoided; what is of the city is of the university, and *vice versa*; while gradually the extension work spreads over the municipality and encourages every citizen to continue his education even into mature life.

The University of Toledo, recognizing that many students can not go to college steadily for four years, has wisely divided its institutions into a junior college and a senior college. The first, leading to the degree of Apprentice in Arts, familiarizes the student with his urban environment and introduces to him the larger, more general fields of human thought. Thus, the work of the first two years leads him toward something and lands him somewhere—which is more than the work of the liberal arts college generally does. The senior college, leading to the bachelor's degree, requires a more intensive study of problems of civic or scientific import, and therefore demands that the student select a major subject and one minor related to it. In addition he must accomplish some piece of investigation for the city, or perform some task in which many citizens will be interested. Is not this, after all, the very idea of service, the very vitalizing of education, the very training toward citizenship that educators have theorized about for so long?

There is not much trouble, of course, in the University of Toledo or any other municipal college, in determining the best course for the student. It is largely predetermined. Those studies applying most directly to the student's citizenship must be at the core of all. Thus we find the Toledo faculty favoring the following subjects: Principles of human behavior, 3 hours; university education, 2 hours; modern social problems, 4 hours; modern economic and political problems, 4 hours; historical study of modern European and American social, industrial and economic problems, 6 hours; rhetoric, 5 hours; modern English and American literature, 4 hours; sciences, 6 hours; physical training, 4 hours; electives, 22 hours. In the course on human behavior the student discusses how he behaves and why, and his influence over the conduct of others. In university education he discovers what the universities of the past and the present have done and are endeavoring to do. In modern English and American literature he investigates the effect of literature on the individual and on society. Each of the required subjects is viewed from its relationship to man as a social being and citizen.

The city and the citizens of Toledo are more and more looking to their municipal university for guidance in certain

phases of public activity and also for what might be termed "popular" instruction. For instance, more than one hundred and twenty different free lectures were offered during the 1917 semester by the extension department; a course in salesmanship was given at an early morning hour in the offices of a large real estate firm to those employed in selling real estate; while the College of Commerce of the University conducted a large class in the great plant of the Willys-Overland Automobile Company. The University Public Service Laboratories are constantly examining causes of contagion and keep a sharp pair of eyes upon the quality and cleanliness of the milk and food sold in the city. The University Public Service Bureau, besides affording a clearing house for all sorts of civic information, has made gas and electricity tests that have made the producing companies wince. Again, the University Psychological Clinic is constantly called upon by teachers and the city courts to examine defective children and so-called criminals, and marvelous cures have been wrought, not only among minors but among men and women of mature years. Lastly, the Department of Economics and Sociology is regularly called upon to make out the annual report of the police department, while various professors have been requested to drop their "academic dignity" and take charge of police classes in Law, English, Psychology, etc.

Akron pays through a tax levy about $90,000 annually for its municipal university and gets heavy returns from the investment; for besides having a most excellent college at hand for training its own citizens, the community receives material aid in several fields. The city justly demands that only those students whose parents live in the city, or who can prove one year's continuous residence at Akron shall be relieved of all tuition fees. The child of a non-resident owning property in the city may receive credit toward his fees to the extent of the taxes actually paid in Akron by the non-resident during the year; but otherwise the outsider pays his share of the expense of his education.

The University of Akron, opened January 1, 1914, was formerly Buchtel College under the control of the Universalists. In April, 1913, it was proposed to turn over the plant and endowment to the city to be used as a municipal school; in

December the transfer was accomplished; and the University has flourished since as never before. It consists of a College of Liberal Arts; a College of Engineering managed on the Cincinnati coöperative plan, explained later; a School of Home Economics; a Department of Civic Coöperation, which coöperates through the Bureau of City Tests (a part of the University) with various city departments, the Chamber of Commerce, and the Bureau of Municipal Research; and the so-called combination courses with the state university and other institutions in agriculture, law and medicine. Evidently the institution fills a real need; for seventy-five per cent. of the Akron high-school graduates who continue their education attend the local college.

The Department of Civic Coöperation is a genuine boon to the pocketbook of the city; for through the Bureau of Tests the University aids in chemical and physical testing of city purchases and bacteriological investigations for the board of health; through coöperation with the Bureau of Municipal Research civic officials and the general public are supplied with information of civic value; and for some time through a bureau of industrial-chemical research investigations of chemical problems for both the city and private industries were carried on. The Department of Political Science and Sociology coöperates with the board of health and the director of city charities, and the students in this department and the engineering school have made such accurate surveys of housing conditions and paving needs in Akron that the information is in constant use by city officials. Advanced students organize and direct the recreation clubs of the city schools, and it is now proposed that the municipal playgrounds be placed under the supervision of the professor of physical education, and the inspection of restaurants, bakeries, etc., be directed by the Department of Domestic Science.

The University of Akron is making its influence especially felt in the industrial activities of the city. Akron is probably the greatest rubber manufacturing center in the world, and the institution naturally grants much attention to the sciences related to this particular industry. That the rubber companies appreciate this attention was evidenced in 1917 when several of them united in establishing in the University thirty

industrial scholarships. The companies pay the student's tuition and fees, and employ him during alternate two weeks periods at $75.00 per month for the actual time worked, and the length of the course is four years of eleven months each. Moreover, through coöperation with the rubber manufacturers, the university offers to graduates of any colleges two industrial fellowships in the Chemistry of Rubber. Not only do these fellowships grant free tuition and $300.00 annually but they include at the close of the year high-class positions in the various plants offering the fellowships.

By far the greatest municipal university in the world is that of Cincinnati. As stated earlier, it receives less than five per cent. of the city revenues, and yet it is a genuine university with Graduate School, College of Liberal Arts, College of Engineering, a Teachers College, Medical College, College of Commerce, School of Nursing and Health, School of Household Arts, Kindergarten Training School, Observatory, Municipal Reference Bureau, Bureau of City Tests and affiliations with numerous other schools, hospitals, libraries and public institutions of the city. Connected with its own library are the incalculably valuable collections of the American Association for the Advancement of Science, and of the Historical and Philosophical Society of Ohio. Its relations with the various schools of music, the public art collections, the zoological garden, the public schools, are such as to make practically every intellectual activity of Cincinnati a part of the university life.

And yet with the constantly increasing cost of everything else the expense to Cincinnati of each student has constantly decreased. In 1874 each scholar cost the city $350 per year, in 1885 only $190, and now but a little over $90. This is indeed providential; for seventy-seven per cent. of the students are of parents with no higher education whatever; they are truly the products of the average American people, and possess little surplus means.

It was at this institution that the famous coöperative plan of theory and practice in technical study—commonly called the Cincinnati plan—originated. The student of engineering, for instance, may take either the four years' theoretical course, or the five years' coöperative course, the

latter being by far the more valuable. In this two weeks of class work alternate with two weeks of actual shop work for wages throughout eleven months of the year for five years. More than eighty manufacturing firms of the city coöperate in this plan, and the student graduates with a knowledge so practical that he is of immediate value to an industrial plant. He receives not only wages, but college credit for his work in factory or mill; for a supervisor, known as a shop coördinator, a technical graduate with thorough experience, spends his mornings with classes at the University and his afternoons with students in the shop, watches closely the efficiency and speed of production of each college worker, credits him according to the ability shown, and later explains the function and purposes of the article produced by the scholar-apprentice. It has been called "the most significant movement in all educational history; for it fulfils every item in the theory of learning by doing." It has spread to numerous other schools of engineering and scientific study, and will in time be the only recognized way of gaining technical knowledge.

And what else is this educational dynamo doing for the industrial and civic life of Cincinnati? Its various medical departments serve free nearly eighty thousand patients per year. Its orthopedic dispensary annually examines, treats and supplies with mechanical helps many hundred cripples. Its psychological clinic investigates the causes of retardation in the city's defective students, prescribes the proper studies and methods, and has led to the creation of a special public school for retarded children. Its Teachers College has trained nearly 800 of the 1,100 teachers in the city schools, examines applicants for positions in the system, recommends instructors for promotion, offers to city teachers certain courses which automatically lead to an increase in salary, and with the coöperation of other university departments doubled the municipal school appropriation in two years, and raised the standard of the teachers probably above that of any other city corps of instructors in America. The Department of Political Science maintains a reference bureau where one may find collected and digested all information that council, city officer or general public could desire in the field of civic activities. The Department of Social Science coöperates with the juvenile court

in furnishing volunteer officers, with the city department of charities and corrections in obtaining means of relief, with the House of Refuge in making vice investigations, with the Associated Charities in searching out genuine needs and frauds, with the Anti-Tuberculosis League in making health surveys, with the Union Bethel and the Jewish settlement in club work and collecting statistics, with the Juvenile Protective Association in surveys of the needs and dangers of the young of the city, with the Council of Social Agencies in surveys of social conditions, with the Social Workers' Club, the Consumers' League and a host of other organizations. The University performs all chemical and microscopic work for the city hospital; the students of engineering serve as assistants in the city engineering department; the engineering instructors serve as consulting experts in problems of the waterworks, street car system and telephone system. The School of Household Arts coöperates with the General Hospital. The directors of the Observatory provide declinations and geographical coördinates to city surveyors and engineers, and offer free lectures on astronomy many nights in the year. The College of Commerce aids the chamber of commerce in making industrial surveys and estimates, and in gathering statistics. The children's clinic maintains several milk stations and sends nurses throughout the city to train mothers in the care of their babes. The Department of Botany has charge of the city bird reserve and school gardening, and aids in the management of the famous zoological garden. The Colleges of Liberal Arts and Commerce maintain throughout the city night classes of college rank five nights in the week, enroll each year over 600 students in such courses, and offer annually more than two hundred lectures which are attended by thousands of citizens.

The Bureau of City Tests analyzes and estimates the value of all material to be purchased by the city, such as antiseptics, asphalt, cement, burlap, oils, coal, paints, rubber, roofing and soaps, and the firm that attempts to flim-flam the city of Cincinnati is liable to be fooled. For among the frauds discovered by this bureau, to the profit of hundreds of thousands of dollars to the city, are the following: paint with 22 per cent. benzine instead of turpentine; carbon black paint

almost entirely mineral graphite; bad cement; coal with 44 per cent. ash; cylinder oil that was worthless in cold weather; sand of low grade, and rubber pump-valves made entirely of vegetable fiber.

Thus have we departed in these days from the academic theories of the Harvard and Yale that Cotton Mather and Jonathan Edwards knew. No more do our students argue the metaphysical question as to how many angels can dance on the point of a needle; they (the students) are busy discovering how many germs are dancing on the citizen's bread and butter. Our colleges, in short, have turned from a study of heaven to an investigation of how long we can delay our journey there. And this is well—for most of us. For the municipal university with its overwhelming zeal for service, bids fair to make our cities beautiful, healthful and attractive enough to tempt all earthly citizens to remain earthly as long as possible. It is the climax of civic training in this land of cities; as President Dabney says, "the one thing needed to complete our American system of higher education."

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